

November 10, 2003 CPC



SUBSTANTIAL ACCORD REVIEW

04PD0188

First Choice Public-Private Partners
In Partnership With
Chesterfield County Public Schools

Matoaca Magisterial District
North line of Cosby Road

REQUEST: Substantial accord review for a proposed public facility (public high school).

PROPOSED LAND USE:

A public high school which would accommodate 1,750 students is planned.

RECOMMENDATION

Recommend approval for the following reasons:

- A. The request is in compliance with the Public Facilities Plan. While the Plan does not specifically identify the need for more than one (1) new high school facility and provides for no additional middle school facilities until 2015, it offers redistricting attendance to balance demand versus capacity within the area of this request. Capacities do not exist at area middle schools to accommodate redistricting within the area, thereby negating it as a viable option to a new facility. This request would serve as a replacement to Clover Hill High School which would be converted to a middle school to address this unmet need.
- B. The facility, at the requested location, meets locational criteria for high schools as suggested by the Plan.

CONDITIONS

- 1. With the exception of setbacks for play fields, courts, swimming pools and similar active recreational areas, development of the property shall conform to the

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development standards of the Zoning Ordinance for Corporate Office (O-2) Districts in Emerging Growth Areas. (P)

(NOTE: The requirements of the underlying Agricultural (A) zoning classification, where these requirements exceed the requirements of the Zoning Ordinance for O-2 Districts in Emerging Growth Areas, remain applicable for any school development on the subject property.)

2. Recreational Facility Setbacks. The following setback criteria shall apply to outdoor play fields, courts, swimming pools and similar active recreational areas:
 - a. Outdoor play fields, courts, swimming pools and similar active recreational areas shall be located a minimum of 100 feet from adjacent properties zoned for agricultural or residential use and a minimum of fifty (50) feet from any proposed public road(s). Within these setbacks, existing vegetation shall be supplemented, where necessary, with landscaping or other devices designed to achieve the buffering standards contained in Section 19-522 (a)(2) of the Zoning Ordinance.
 - b. If outdoor play fields, courts, swimming pools and similar active recreational areas are setback more than 100 feet from adjacent properties zoned agriculturally and residentially and more than fifty (50) feet from any proposed public road(s), the landscaping and other design features described in Condition 2.a. may be modified by the Planning Department at the time of site plan review. Such modification shall accomplish a mitigation of the visual and noise impacts that sports or relative activities have on adjacent properties equivalent to the 100 foot/fifty (50) foot setback/landscaping requirements described in Condition 2.a.
 - c. The 100 foot setback described in Condition 2.a. may be reduced by the Planning Commission if the resulting increased visual and noise impacts that sports or related activities have on area residences are mitigated. Mitigation may be achieved through the use of topography, fencing, berming, walls and/or other devices and design features, as approved by the Planning Commission at the time of site plan review. (P)
3. Public water shall be used. (U)
4. Prior to final site plan approval, a seventy (70) foot wide right of way for an east/west collector through the northern part of the property shall be dedicated, free and unrestricted, to and for the benefit of Chesterfield County. The exact location of this right of way shall be approved by the Transportation Department. (T)
5. Prior to the issuance of an occupancy permit, the following road improvements shall be constructed, as determined by the Transportation Department:

- a. Construction of two (2) lanes of an east/west collector, to VDOT urban collector standards (40 mph) with modification approved by the Transportation Department, from its current terminus located adjacent to the parcel identified as Tax ID 717-673-2340, westward to the western boundary of the property ("Village Square Parkway Extended").
 - b. Full cost of traffic signalization, including construction of additional pavement along Woodlake Village Parkway to provide southbound left and right turn lanes, at the Village Square Parkway/Village Square Place/Woodlake Village Parkway intersection, if warranted, as determined by the Transportation Department.
 - c. Construction of two (2) lanes of a north/south collector, to VDOT urban collector standards (40 mph) with modification approved by the Transportation Department, from its current terminus located north of West Branch, southward to Route 360 at the Hampton Park Drive intersection ("Fox Club Parkway Extended").
 - d. Construction of additional pavement along the westbound lanes of Route 360 at the Fox Club Parkway Extended intersection to provide a right turn lane.
 - e. Construction of additional pavement along the eastbound lanes of Route 360 at the Fox Club Parkway Extended intersection to provide an adequate left turn lane. The exact length of this improvement shall be approved by the Transportation Department.
 - f. Construction of the Fox Club Parkway Extended at its intersection with Route 360 as a six (6) lane typical section (i.e., two (2) northbound lanes and four (4) southbound lanes). The exact length of this improvement shall be approved by the Transportation Department.
 - g. Full cost of traffic signalization at the Fox Club Parkway Extended/Hampton Park Drive/Route 360 intersection, if warranted, as determined by the Transportation Department.
 - h. Construction of additional pavement along Village Square Parkway Extended and Fox Club Parkway Extended at each approved access and at the Village Square Parkway Extended/Fox Club Parkway Extended intersection to provide left and right turn lanes, as determined by the Transportation Department.
 - i. Installation of flashing "School Zone" lights, if approved by VDOT, at all access locations. The exact locations shall be approved by the Transportation Department.
 - j. Dedication to Chesterfield County, free and unrestricted, of any additional right of way (or easements) required for the improvements identified above.
(T)
6. Direct access from the property to Village Square Parkway Extended and Fox Club Parkway Extended shall be limited to no more than two (2) entrances/exits onto each roadway. The exact location of these accesses shall be approved by the Transportation Department. (T)

GENERAL INFORMATION

Project Name:

Clover Hill High School – Cosby Site

Location:

North line of Cosby Road, west of Hull Street Road. Tax ID 714-672-8470 (Sheet 15).

Existing Zoning:

Agricultural (A)

Size:

98 acres

Existing Land Use:

Vacant/wooded

Adjacent Zoning and Land Use:

North – A and R-9; Single family residential or vacant

South – A and I-1 with Conditional Use Planned Development; Single family residential, or vacant

East – A and A with Conditional Use; Commercial or vacant

West – A; Public/Semi-public or vacant

UTILITIES

Public Water System:

There is a twenty-four (24) inch water line extending along the north side of Hull Street Road that terminates approximately 1,000 feet southeast of this site. The request site is located within the boundaries of the Upper Swift Creek Plan which recommends use of the public water system. The Utilities Department recommends that a condition be imposed requiring the use of public water. (Condition 3)

Public Wastewater System:

There is an existing eighteen (18) inch wastewater trunk line extending along a portion of the West Branch of Swift Creek and terminating approximately 200 feet east of this site. Use of the public wastewater system is required by County Code.

ENVIRONMENTAL

The majority of the property drains north to West Branch and then via West Branch to Swift Creek Reservoir. A portion of the property drains east and then via tributaries to West Branch. The developer has proposed that the large silt basin through which the majority of construction will drain will remain in place after construction and converted into an end-of-system treatment. This will act as additional water quality protection for the Reservoir. A pro-rata fee for development is required to be paid for compliance with the Upper Swift Creek Watershed Regional Master Plan.

PUBLIC FACILITIES

Fire Service:

The Clover Hill Fire/Rescue Station, Company Number 7, currently provides fire protection and emergency medical service. This request will have a minimal impact on fire and emergency medical service.

When the property is developed, the number of hydrants, quantity of water needed for fire protection, and access requirements will be evaluated during the plans review process. There are no foreseen problems.

Transportation:

The property (97.9 acres) is currently zoned Agricultural (A). The applicant is requesting a Substantial Accord Determination to permit a public high school. This request will not limit enrollment at the school; therefore, it is difficult to anticipate traffic generation. The applicant has indicated that the school will be constructed to accommodate 1,750 students. Based on high school trip rates, development could generate approximately 3,140 average daily trips. These vehicles will be distributed along Hull Street Road (Route 360), Village Square Parkway and Fox Club Parkway.

The 2001 traffic volumes along the section of Route 360 from Otterdale Road to Route 288 range from 15,000 to 61,000 vehicles per day. The volume of traffic from Woodlake Village Parkway to Route 288 exceeds the capacity of the road, and drivers experience extreme congestion, especially during peak periods. The Virginia Department of Transportation Six-Year Improvement Program includes a project to widen Route 360 to six (6) and eight (8) lanes from Swift Creek to Winterpock Road. The Plan designates previous funds for construction of additional westbound lanes on Route 360, and provides supplemental funding for the remainder of the project in the fifth (FY08) and sixth (FY09) years of the Plan. No additional road improvement projects in this area of the County are included in the Six-Year Improvement Plan.

The Thoroughfare Plan identifies a proposed east/west collector ("Village Square Parkway Extended"), extending from its current terminus west of Woodlake Village Parkway near

Millwood School, westward through the property to Otterdale Road. The Plan also identifies a proposed north/south collector ("Fox Club Parkway Extended") extending from its current terminus in Foxcroft Subdivision, southward along the eastern boundary of the property, across Cosby Road to Route 360 at the Hampton Park Drive intersection. The recommended right of way width for each of these collectors is seventy (70) feet. Developing a high school on the property should include dedicating right of way for and constructing two (2) lanes of Village Square Parkway Extended from its current terminus to the western boundary of the subject property and of Fox Club Parkway Extended from its current terminus to Route 360 (Conditions 4, 5.a. and 5.c.). Constructing these improvements will require acquisition of "off-site" right of way.

Based on recommended Condition 1, development must adhere to the Development Standards Manual in the Zoning Ordinance relative to access and internal circulation (Division 5). Access to collectors, such as Village Square Parkway Extended and Fox Club Parkway Extended, should be controlled. Direct access should be limited to no more than two (2) entrances/exits onto each roadway. (Condition 6)

The traffic impact of this development must be addressed. In addition to constructing the two (2) Thoroughfare Plan roads, the developer should also provide other mitigating road improvements including turn lanes and traffic signalization, if warranted, at the Village Square Parkway/Village Square Place/Woodlake Village Parkway intersection and at the Fox Club Parkway Extended/Hampton Park Drive/Route 360 intersection. Specifically, these improvements are: 1) full cost of traffic signalization, including construction of southbound left and right turn lanes, at the Village Square Parkway/Village Square Place/Woodlake Village Parkway intersection, if warranted; 2) construction of additional pavement along Route 360 at the Fox Club Parkway Extended intersection to provide a right turn lane; 3) construction of additional pavement along Route 360 at the Fox Club Parkway Extended intersection to provide an adequate left turn lane; 4) construction of Fox Club Parkway Extended at its intersection with Route 360 as a six (6) lane typical section (i.e., two (2) northbound lanes and four (4) southbound lanes); 5) full cost of traffic signalization at the Fox Club Parkway Extended/Hampton Park Drive/Route 360 intersection, if warranted; 6) construction of additional pavement along Village Square Parkway Extended and Fox Club Parkway Extended at each approved access and at the Village Square Parkway Extended/Fox Club Parkway Extended intersection to provide left and right turn lanes, as determined by the Transportation Department; and 7) installation of flashing "School Zone" lights, if approved by VDOT, at all access locations (Condition 5). Constructing these improvements may require acquisition of "off-site" right of way.

At the time of site plan review, specific recommendations will be made regarding access and internal circulation.

LAND USE

Comprehensive Plan:

Lies within the boundaries of the Upper Swift Creek Plan in an area designated as Mixed Use Corridor which suggests a mixture of business and professional office uses, residential uses of varying densities and integrated commercial uses such as public and private schools are appropriate.

The Public Facilities Plan, an element of the Comprehensive Plan, provides guidance regarding anticipated needs for public facilities such as schools to best serve the County's growing population. With the school system's goal in mind to provide the highest quality education for students throughout the County in the most cost effective manner, the Plan used actual enrollment and capacity numbers from 1990 and 1993 to project enrollment and facility capacities outward for five (5), ten (10), fifteen (15) and twenty (20) years in order to identify where expanded and new facilities may be needed to adequately serve the County. Review of the overall enrollment projections reveal the projections were on target and even exceed actual current overall school enrollments. Specifically, the Plan over-projected overall enrollment in 2003 to be 56,274 students while actual enrollment is 53,762 students. However, the Plan underestimated middle school enrollment at 12,661 for 2003. Actual middle school enrollment for 2003 is 13,333.

The Plan identifies a need for a middle school in the western area of the County. The applicant is proceeding with this request to construct a high school to replace Clover Hill High School and intends to convert the existing Clover Hill High School into a middle school to accommodate this identified need.

In addition to enrollment statistics, the Plan projected facility capacity to assist in determining future facility needs. Review of actual facility capacities reveals that school capacities have decreased over the last ten (10) years largely because program changes have required more space per student. It is this capacity issue that is foremost in review of this request. Based upon 1995 projected capacities for Clover Hill High School, the Plan estimated a capacity of 1,700 versus the 2003 functional capacity which is 1,582. A new high school will provide additional capacity. Based on the 1995 projected capacities for middle schools, the Plan suggested there would not be a need for an additional middle school until after 2015 and anticipated available capacity within the Midlothian, Providence, Robious, Bailey Bridge and Swift Creek Middle School Districts to permit redistricting to balance demand rather than suggesting new facility construction. As of 2002, the anticipated capacity does not exist within these districts (Midlothian - 110% capacity, Providence - 102% capacity, Robious - 104% capacity, Bailey Bridge - 94% capacity, and Swift Creek - 121% capacity). New facility space is necessary to relieve overcrowding in the area and provide additional capacity.

The request meets the locational criteria of the Plan. The Plan provides that high schools should be located with convenient, if not direct access to a major arterial, that principle access should not be provided through residential neighborhoods nor should they be located within residential neighborhoods, and where they are adjacent to neighborhoods, active recreation and large parking areas should be oriented away from neighborhoods (Condition 2). Further, recommended conditions address requirements for direct access to Route 360.

Area Development Trends:

Properties to the north are zoned Agricultural (A) and Residential (R-9) and are occupied by single family residential use or are vacant. Properties to the west are zoned Agricultural (A) and are occupied by public/semi-public use (Virginia Department of Transportation Office and Storage Yard) or are vacant. Properties to the south are zoned Agricultural (A) and Light Industrial (I-1) with Conditional Use Planned Development to permit light industrial and commercial use and are occupied by single family residential use or are vacant. Properties to the east are zoned Agricultural (A) and Agricultural (A) with Conditional Use and are occupied by commercial recreational use (Oasis Sports Complex) or are vacant. It is anticipated that a mixture of office, commercial and residential use of varying densities will continue in the area, as suggested by the Plan.

Site Design:

Currently, the request property lies within an Emerging Growth Area. The purpose of the Emerging Growth District Standards is to promote high quality, well-designed projects. While the property is not bound by the Emerging Growth District Standards, due to the agricultural zoning, a condition should be imposed requiring development of the site to conform to these requirements of the Zoning Ordinance, which address access, parking, landscaping, architectural treatment, setbacks, signs, buffers, utilities and screening of dumpsters and loading areas. (Condition 1)

Architectural Treatment:

With the imposition of Condition 1 as discussed above, development would be subject to Emerging Growth District Standards. Within Emerging Growth Areas, no building exterior, which would be visible to any agricultural or residential district or any public right of way may consist of architectural materials inferior in quality, appearance or detail to any other exterior of the same building. There is, however, nothing to preclude the use of different materials on different building exteriors, but rather, the use of inferior materials on sides which face adjoining property. No portion of a building constructed of unadorned concrete block or corrugated and/or sheet metal may be visible from any adjoining agricultural or residential district or any public right of way. No building exterior may be constructed of unpainted concrete block or corrugated and/or sheet metal.

Setbacks:

The Upper Swift Creek Plan suggests that where certain commercial and office uses, such as public or private schools are located within the Mixed Use Corridor, they should be developed so as to be compatible with future residential use. As noted herein, adjacent properties have been or may be developed for residential use; therefore, Condition 2 requires a 100 foot setback between any active outdoor recreational facilities and existing and anticipated residential uses and public rights of way. This setback must be landscaped or otherwise treated to minimize impacts of outdoor sporting events or similar activities on existing or anticipated area residential uses and is similar to setbacks imposed on other recreational facilities in the vicinity of residential areas. This setback could be decreased if the treatment of the reduced setback mitigates the impact of increased noise and light on adjacent properties from sports or related activities. In addition, if the setback is increased beyond 100 feet, the treatment of the setback could be modified to the degree that the increased setback reduces the noise and light impacts.

CONCLUSIONS

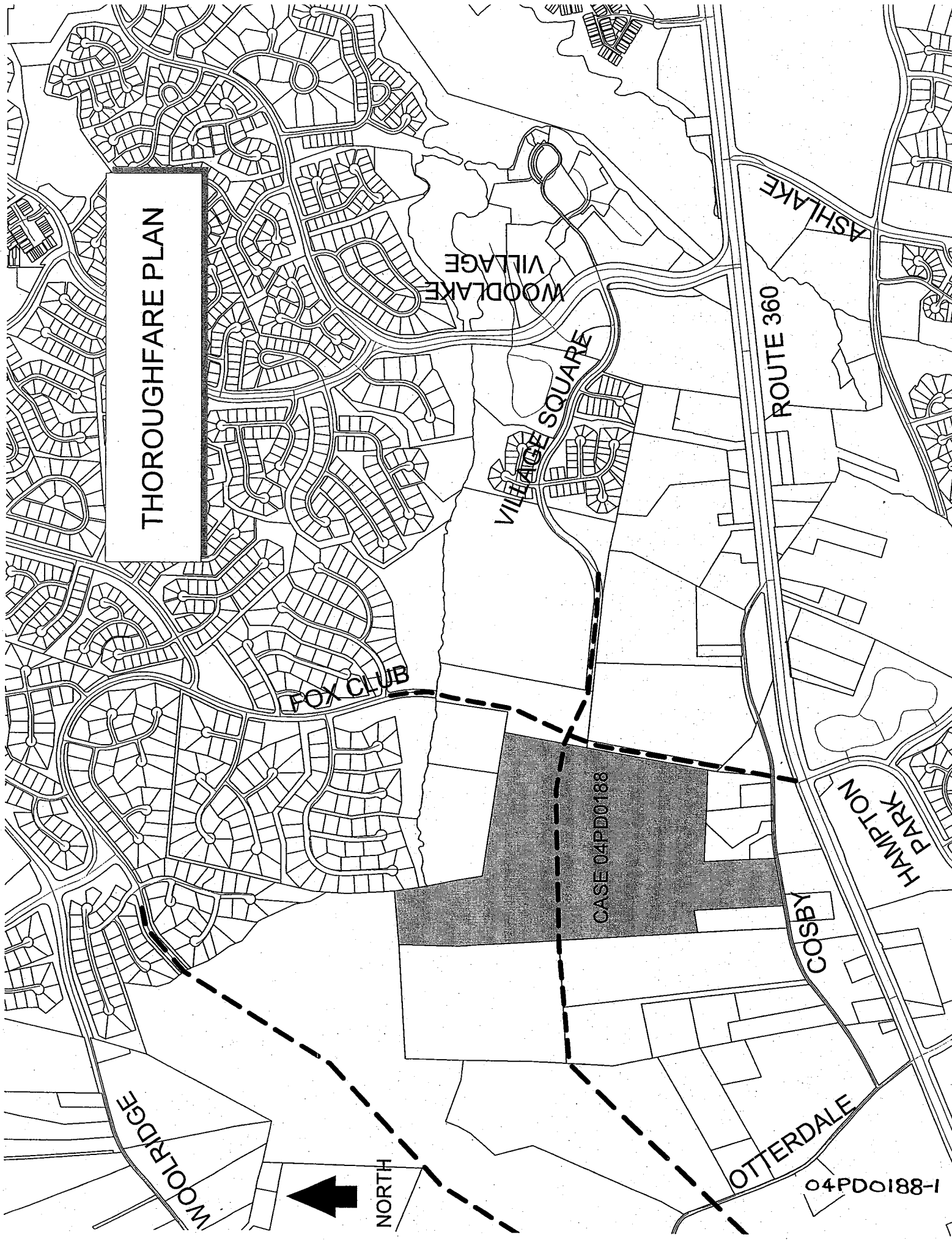
The proposed public high school satisfies the criteria of location, character and extent as specified in the Code of Virginia. Specifically, the request is in compliance with the Public Facilities Plan. While the Plan does not specifically identify the need for more than one (1) new high school facility and provides for no additional middle school facilities until 2015, it offers redistricting attendance to balance demand versus capacity within the area of this request. Capacities do not exist at area middle schools to accommodate redistricting within the area, thereby negating it as a viable option to a new facility. This requested facility would serve as a replacement to Clover Hill High School which would be converted to a middle school to address this unmet need.

In addition, the facility, at the requested location, meets the locational criteria for high schools.

Given these considerations, approval of this request is recommended.



THOROUGHFARE PLAN



NORTH

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